A. Background

1. Which UNCT members have collaborated on this case study?
   - UNDP
   - UNSOM

2. Which national partners (governmental and non-governmental) were involved in developing this case study and how?
   - National Federal Parliament and Regional assemblies, through consultations and participation in workshops
   - Federal Government of Somalia
   - Ministry of Planning, Investment and Economic Development
   - Ministry of Internal Security
   - Ministry of Justice

Data usage for the Goal 16 M&E project is from Danish Demining Group and SAHAN both civil society organisations working in Somalia

3. Does the case study illustrate one or several phases or levels?
   - [ ] Adapting SDG 16
   - [ ] Implementing SDG 16
   - [ ] Monitoring & Reporting on SDG 16
   - [ ] National level
   - [ ] Regional level
   - [ ] Local level

B. Case Study

OPTION 1 (pre-structured)

4. Country context for the achievement of SDG 16

The formation of a new Federal Government in Somalia after peaceful elections in 2017 provided a renewed momentum to address the country’s peace- and state building challenges, and to build on the progress achieved in recent years. Today, Somalia is undergoing a transition that represents the best chance it has had for decades for peace and state-building. In order to consolidate and accelerate the transition from conflict to peace and security, the Federal Government of Somalia (FGS) has launched a comprehensive approach toward consolidating peace, security and development into the National Development Agenda. Somalia is committed to contribute to the realization of the goals, which are integrated in the present National Development Plan, which is being implemented for the period 2017-2019. As far as feasible, the outcomes and the associated indicators/milestones of the National Development Plan have been aligned with the SDGs. A new National Development Plan is currently being formulated through a participatory approach and will also be aligned to the sustainable development goals.

However, at present, the Somali capacity continues to remain limited and falls short of the identified needs throughout the country, in particular in areas where formal state authority has been absent for years, resulting in a security vacuum or alternative ways of provision of security. In such a context, given the existing fragility, the absence of institutional, peace and security-related data, and the complex nature of the SDG 16 indicators, there are inherent difficulties in monitoring SDG 16 targets that directly measure peace, justice and accountable institutions. In most Somali contexts, only a quarter of the SDG 16 indicators can be readily measured with existing administrative data. In most of the cases, when data are available, they are fragmented and/or disaggregated. The country is at a particular disadvantage
in terms of realizing not only SDG 16 but the broader 2030 Agenda due to the interlinkages between peace, justice, governance and sustainable development, and the effect of decades of conflict, fragility and lack of effective governance.

Rule of law and effective institutions require a particular eye towards the contextualization of indicators, multiple data sources, non-official data (collected by civil society, NGOs, etc.), and a general understanding of the narrative around indicators. Most SDG 16 targets and indicators require both qualitative and quantitative methods, which reinforce the need for an inclusive approach (disaggregated data, minority voices, etc.) to measure progress in peace, justice and security data.

The SDG 16 M&E Project for Somalia was initiated in 2018 to enable the design and formulation of a new revolutionary M&E project in a peace operation that would measure the impact of the UN’s and international community’s investment in areas of rule of law in Somalia. Through coordination, robust collection, consolidation, and analysis of qualitative and quantitative data, and capacity building of government counterparts, the project aims to develop sustainable SDG 16 measurement methodologies, as well as improve practices around peace, justice and security data among the UN, international community, and the Federal Government of Somalia and the Federal Member States.

5. Efforts to achieve SDG 16

The Somalia National Development Plan (NDP) launched in late 2016 is different from the previous development plans in the sense at it is closely aligned to the SDGs. The plan highlights the commitment of the government to poverty reduction and to progress towards meeting the SDGs. The Federal Member States have also developed— with support from the UNDP’s State Formation Project- their own development strategies which are aligned to the National Development Plan.

The Somali Federal Parliament recognizes that making progress on the Sustainable Development Goals (SDGs) will need engaging the legislatures in the implementation and oversight of the entire SDGs framework. The Federal Parliament has approved legislation that is non-discriminatory and promotes the realization of SDGs, including laws which establish the Anti-Corruption Commission, or the National Agency for Persons with Disabilities. These contribute to the SDG 16 as the efforts develop effective, accountable and transparent institutions. In the same vein, the Federal Parliament’s Joint Oversight Committee, which is primarily responsible of the review and implementation of the provisional constitution, is engaging in consultations with the public in the process of finalizing the provisional constitution. This contributes to inclusive, participatory and representative decision making at all levels.

The SDG 16 M&E Project has worked extensively with the Federal Government and Federal Member States Ministries to establish an understanding of the Sustainable Development Goals, and in particular of goal 16, and the importance of assessing and measuring factors which give rise to violence, insecurity and injustice. The project focuses on three areas: 1) Coordination surrounding data collection, consolidation and analysis, 2) Capacity development of government counterparts within the Federal Government and Federal Member States, and 3) Methodologies for measuring SDG 16 with specific focus on target 16.3.

A partnership with the Ministry of Planning (at federal level) has been established to ensure that Ministries of Planning within Federal Member States can implement coordination structures so that data collection at the Federal Member State level can be carried out to feed into ongoing monitoring of peace and security. At present, there is limited coordination around data collection in Somalia, and particularly around Rule of Law related issues. Under the umbrella of Goal 16, the SDG 16 M&E Project coordinates peace and security related actors with regards to data collection, identifies gaps in data and data collection coverage in priority locations, and provides recommendations of actors who are best placed to engage in targeted data collection. By acting in this role, duplication of efforts from international actors and survey fatigue among Somali communities can be mitigated.
Ministries at both Federal and Member State level participate in substantive capacity development trainings on data management and analysis by the SDG 16 M&E Project. To ensure local ownership, the Ministry of Planning identifies participants and priorities for the trainings. The goal is to build capacity in key ministries within the Federal Member States and Federal Government to be able to adequately capture and manage data, which will greatly contribute to the sustainability of SDG 16 monitoring in Somalia, as well as Somali ownership of peace and security related data.

Methodologies for SDG 16 measurement as well as outcome-level analysis of Rule of Law programs in Somalia are developed through ‘dipstick audits’ in targeted locations, as well as data collection and analysis exercises done in concert with key partners. These analyses are published in quarterly bulletins and presented notably through the Rule of Law Working Group, the Joint Justice and Corrections Program Steering Committee, the Joint Police Program Executive Board and other key coordination fora. This provides an update on the results that are being achieved on outcome and impact level and enables an overall understanding of the impact that Joint Programs on Rule of Law – which encompass justice, human rights, and police – have on achieving SDG 16.

UNDP’s Strengthening Institutional Performance project has contributed to strengthening core government functions during the period 2015-2018. Its key deliverables have been the approval of the National Development Plan (2017 – 2019) in December 2016, the alignment of Federal Member States Strategic Plans aligned to the National Development Plan (2017 – 2019), the establishment of the National Development Council (NDC) as part of the NDP management process, the development of the National Monitoring and Evaluation Framework by the Ministry of Planning, Investment and Economic Development and approval by the NDC as an official FGS framework in 2017, and the strengthening of the functionality of Aid Coordination Mechanism in Somalia, mainly through support to the Aid Coordination Unit, the establishment of the Puntland Development Coordination Forum in December 2016.

Capacity of sub-federal administrations and local authorities at the Federal Member State and district levels is being strengthened through UNDP-implemented projects such as the S2S - Support to Stabilization, STEFS - Support to Emerging Federal States (and its replacements REFES - Reconciliation, Federalism and Effective Institutions in Somalia (2018-2021): Consolidating and Enhancing State Building, and JPLG - Joint Programme on Local Governance.

The REFES project aims to continue building the hardware (i.e. Government institutions/infrastructures to ensure horizontal and vertical coordination at the federal and state levels) and software (i.e. numbers and capacities of the civil servants) to ensure reliable and sustainable public service delivery to the Somali people, as articulated in the Somali Constitution.

UNDP’s Support to Stabilization II (S2SII) project supports the National Stabilization Strategy. The project provides first-tier support to pre-council authorities in 14 districts of Jubaland, South West, Hirshabelle and Galmudug states. The project is catalytic as it lays the foundation for the establishment of elected district authorities, which in turns creates a mutually reinforcing effect by attracting further investment from other stabilization partners. It supports the extension of state authority to newly controlled areas and focuses on 4 outputs:

1. Reconciliation leads to district formation and stability;
2. Empowering pre-council local governments leads to higher levels of legitimacy;
3. Financial support enables local governments to operate;
4. Coordination mechanisms will attract new partners and align action.

The UN Joint Programme on Local Governance and Decentralized Basic Service Delivery (JPLG3) comes in after district councils have been established, and provides support to the development of policy, legal and regulatory framework for decentralization. UNDP JPLG, as a further step, support the capacity development of established district councils and their administrations. At the institutional level, it provides key support to Developing the organizational structure of local government. Administrative decentralization follows from the agreements on functions between federal, state and local government. The structures follow the grading of the districts, and the functions assigned to them are in line with decentralization policy. At the organizational level, UNDP JPLG supports the federal and state governments with the development of rules, procedures, mechanisms and guidelines on local government employment, human resource
management, back office management, public finance management etc. At the individual level, UNDP JPLG has developed a standard curriculum for training local administrators and supported the establishment of the Local Governance Institute, a networked training facility that provides, in every state, tailor made training on key local governance tasks.

The programme emphasizes the need to establish and strengthen national and sub-national mechanisms that lead dialogue on policy and legal reforms related to local governance and decentralization. In collaboration with UNICEF, UNDP JPLG3 is strengthening the collaborative capacities of local authorities to co-design and co-implement basic services in collaboration with citizens to ensure relevant basic services and that ‘no one is left behind’.

With regards to accountability, the Minister of Justice confirmed in the Commemoration of the International Anti-Corruption Day, held on December 9, 2018, the Government’s intention to ratify and sign the United Nations Convention Against Corruption in the near future, a move awaited for long by the Somali people.

6. Results so far and Way Forward

The National Federal Parliament (NFP) of Somalia and the United Nations Development Programme (UNDP) organized a two-day induction workshop on parliamentary action to advance the 2030 Agenda and the SDGs on 2 and 3 December 2018 in Mogadishu. The workshop sought to build understanding of and commitment to the 2030 Agenda and the SDGs among members of the NFP, Regional Assemblies and District Councils, facilitate a reflection on current gaps, opportunities and strategies for parliamentary SDG engagement, and support participants to identify priorities for action and establish a framework for an initial parliamentary SDG strategy.

A self-assessment exercise was conducted to evaluate the capacity and preparedness of Somali parliaments to engage in SDGs. The results from the assessment exercise, together with the key recommendations from the workshop, will guide the development of a Strategic Planning Process for parliamentary engagement in monitoring SDG implementation in Somalia. UNDP Somalia will support the developmental role of Somali Parliaments in their legislative and oversight role. It will also support the constitution review with a focus on strengthening institutional capacity and knowledge development, especially in relation to key parliamentary committees, gender and inclusion, professional skills of MPs and the secretariat, so that they contribute to achievement of the National Development Plan and the SDGs. A parliamentary committee on SDGs will be created in the Federal Parliament, to be concerned primarily with the follow-up and monitoring the implementation of the 2030 Agenda for Sustainable Development. This will also strengthen more horizontal cooperation between the parliament and the executive on the SDG.

The SDG 16 M&E Project has produced two bulletins with data on sexual and gender-based violence (indicator 16.3.1) respectively prison detainees (indicator 16.3.2) at Federal Member State level. These bulletins contain actionable information based on ongoing outcome-level monitoring, which allows individual projects and agencies to identify gaps and program level issues through technical and ‘big-picture’ analysis and engage in course-correction. In addition to reviewing existing data, field visits have been conducted in Jubaland (Kismayo) and Puntland (Garowe) where data has been collected in close collaboration with civil society organizations (Puntland Legal Aid Center, PLAC) and member state ministries. The bulletins have been presented and disseminated at forums where national and international Rule of Law stakeholders participate.

With the UN OICT Office, the project is identifying ways of innovative ways of developing data projections for the future which can help in mitigating risks.

The SDG 16 M&E Project will continue building capacity among national stakeholders. The Ministry of Planning, the Ministry of Justice, the Ministry of Internal Security and the Ministry of Women and Human Rights Development are currently in the process of nominating participants from various ministries to attend a two-week course starting in April 2019 on “Introduction to Quantitative Methods for Data Management”. Both the Federal Government and the Federal Member States have expressed an ambition and interest to enhance their staffs’ basic data management skills.
In what relates to institutional strengthening at the local level and support to the decentralization process, Puntland and Somaliland have, with the support of the Joint Programme on Local Governance, enacted in the last few years policies and legal frameworks in support of local governance. The Municipality of Mogadishu, and all new Federal States of Somalia have also made progress in framing local government legislation and by-laws. Policies, laws and strategies for decentralization are drafted to clarify the division of functional responsibilities among central/federal, state and local governments.

UNDP has recently signed a Project Initiation Plan with the Ministry of Justice aimed at enhancing the Somali Integrity System (including anti-corruption efforts) through an integrated, comprehensive approach that addresses all levels of government, reaches out to the private sector and also includes the broader public.

7. Lessons Learned

Drawing lessons learned, localizing SDGs in Somalia presents many technical, organizational and governance challenges. In Somalia, most of the conditions and structures are weak or are missing. To effectively localize SDGs, it is necessary to understand the existing environment and the prerequisites for localization. Despite the highlighted challenges, there is a growing partnership and collaboration between government, private sector and development agencies working together to deliver more durable development solutions.

To ensure involvement of government representatives it will be important to form a government-led Peace and Security Goal 16 M&E Project task force that addresses general coordination around data sharing and data gathering, and that acts to respond to issues that arise from the data. Such a group should ideally be coordinated by the Ministry of Planning with the lead for the data collection remaining with the MOJ and Ministry of Internal Security.

The existing data gap regarding sexual and gender-based violence stems from underreporting among women. More data are required in order to sufficiently report on this indicator and provide a comprehensive narrative. It will be important to strengthening the capacity of responsible state and non-state actors to both accommodate the needs of SGBV survivors and process case-reporting. Together with the New York University, the Ministry of Justice at federal level, UNDP, UNSOM and UN Women have embarked on a project, “Women’s Access to Justice”, which seeks to understand if informal institutional responsiveness to women in Somalia could be improved through training female and male leaders in non-violent communication to enhance their listening and communication skills. The project is currently being implemented in 40 sub-villages in Kismayo (Jubaland) and Baidoa (South West State) and the first assessment will be conducted in March/April this year. Final presentation is scheduled for September/October 2019.

While proxy data from surveys can be used to reconstruct some of the missing data, these type of data fail to explain the root causes to why a phenomenon exists. Thus, the methodology developed by the SDG 16 M&E Project will have to focus on pinpointing these root causes in order to inform programs that are working with Rule of Law issues.